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## MONTANA

 STATEWIDE OUTDOOR RECREATION PLANU．S．DEPARTMENT OF HEALTH．
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Montana Fish and Game Commission

ACTION
PROGRAM

ACTION PROGRAM


The current revision of Montana's Statewide Outdoor Recreation Plan presents a program for utilizing the state"s outdoor recreational resources to the best advantage of present and future generations. In developing the action program, consideration has also been given to preservation, protection and enhancement of the natural environment. The plan has also been developed to consider the recreational needs of all people, including the physically handicapped, mentally retarded and low income groups. Their recreational needs will be considered in project:s and programs funded from all public sources. As envisaged in the plan, high quality outdoor recreation opportunities will be available throughout every season of the year.

Recreation facilities should be available not only for weekend and vacation trips, but aiso close to home for day-to-day use. For this reason, special attention is directed to fulfillment of recreation needs within and adjacent to urban centers. The action program has been developed in terms of both the active recreational needs and the recreational environment of residents and visitors.

The state's recreational river system, blue-ribbon stream classification, outstanding wilderness program, prominent national parks and monuments, wealth of publicly owned land, variety of fish and wildilfe species and other outstanding resources, coupled with a spaciousness, present an ideal environment in which to develop a recreation program reflecting the unique qualities of Montana's out-of-doors.

The culmination of planning for recreation is the formulation of an action program. This program directs efforts in four major areas; namely, the continuing planning program, the implementation of the plan, and the schedule of acquisition and of development.

## Planning

The long-range goal of the planning process is the development of a truly comprehensive program for outdoor recreation in Montana. It is also intended that this program should be evolved from a comprehensive base of information on all aspects of outdoor recreation in the state. While these goals may not be sully achieved for an extended period of time, they will nevertheless serve to guide interim planning programs.

The desired plan is one which records the total needs in outdoor recreation, delineates responsibility to satisfy these needs under the changing conditions Forecast for the future and provides for the protection of the total environment while achieving these goals.

From the plan it should be possible to determine priorities for courses of action, together with alternatives to these courses. The plan should contain projected cost estimates for meeting recreational needs; recommended legislation should be discussed and needed policy changes explained.

A further desirable objective is the compilation of information in such manner that it will provide at least a partial basis for agencies at the state level to participate in the various federal funding programs.

## Inventory of Existing Resources

The permanent inventory records of existing resources and facilities of all public agencies will continue to be updated, processed for storage and, made available for use by all levels of grvernment. Inventories will les maintained by periodic review with each of the agencies to determine the increases or reductions in recreation resources and facilities. A standardization of the reporting for loval agency facilities is an objective in the continuing process.

State and federal agencies will continue to be inventoried for current data regarding supply. For federal agencies, the attempt will be made to obtain a uniform system of reporting in order to provide for comparable evaluation of the resources provided. Information will be stored on a county basis for all agencies in all levels of government to facilitate the handling of information on a regional basis even though the regional boundaries may change.

A new element of the inventory process is the concept of design capacity of the recreation resources. Methods for determining the design capacity will need to be determined and provided for the respective agencies as a preliminary task before meaningful results could expect to be achieved.

Design capacity as defined for the planning process is the expression of the optimum capacity of resources to provide a desirable level of recreation opportunity while protecting the environment and facility from damage or deterioration. In arriving at this estimate, consideration should be given to such aspects as standards of space for arrangement of facilities on a site, the preference of the users, the level of satisfaction which must be met, the ecological and biological aspects of the natural resource itself, together with the quality of experience desired.

## Inventory of Potential Resources

There are numerous resource areas throughout the state which possess important recreation potential which has, as yet, not been catalogued.

A study of the recreation potential of high mountain reservoirs of the state is being planned and will be conducted by the University System.
jhe potential of the state owned lands for recreation is a significant factor in ultimately resolving problems of supply. These lands may be categorized as either state forest lands or agricultural and grazing lands with some gradations between. Legal and administrative aspects of use of these areas is being explored by other agencies and committees at the state government level. The recreational capacity of these lands, compatible with other uses, is an area needing extensive study. Under the auspices of the Office of the State Forester, it is planned that a recreation study will be initiated on lands administered by that office.

## Demand Concepts

The concept of demand for outdoor recreation will be restudied to clarify its component parts and to determine those influences which result in changes. Demand will be studied in terms of the individual recreationists, and in terms of the population at large. Current demand will be determined as well as long-term trends in demand. Contemporary demand information will be obtained by individual studies, while trends in demand will be determined from uniform studies conducted regularly over a longer period of time. Emerging demands will thus be identifiable at the earliest stages.

Preferences of the users will be a matter for study as will the levels of satisfaction which the visitor obtains through use of existing resources and facilities. While the participation rate for individual activities has been studied to some degree, participation in combinations of activities during a single recreation visit has had little attention. This subject will be researched as a part of the demand studies.

## Resident Demand

Refinements in this concept will include studies of demands which originate and are satisfied within regions, and of those demands which residents from a given region satisfy in other regions of the state.

## Nonresident Demand

The impact of visitors from out-of-state must be more closely evaluated in terms of the effects on both public and private sectors in recreation supply. The exposure index, a form of methodology developed for the first statewide recreation plan, will be reevaluated. The exposure index shows that portion of total out-of-state visitors that passes through the respective counties. Refinements will attempt to extract more meaning from the index as for example the length of stay and nature of the facilities used while in the county.

For both resident and nonresident demand, efforts wild be directed not only to the specific matters outlined above, but also to determining critical weakness of the concept of demand estimate as a whole.

## Quality of the Environment

One of the factors influencing demand is the quality, or lack of it, of the environment. The recent increased concern with the quality necessitates more specific methods of evaluation of the many aspects involved. In order to establish a uniformity of evaluation, specific criteria will need to be determined. The development of these criteria will be a matter of concern in the continuing planning program.

## Methodology

The methodology for the continuing studies under the planning program rill be refined and additional objectives will be included. Attention will be directed toward: design for improved adaptability to statistical analysis and electronic data processing; selection of a new universe for the participation rate surveys; uniform structuring for all demand surveys to facilitate comparative analysis; and procedures for follow-up on resident and nonresident returns. An extended and more effective period of training for temporary personnel engaged in survey work will also be instituted.

## Planning Project

The continuing planning program will be done as a Land and Water Conservation Fund project. Details of the project work will be formulated during the summer of 1969. At that time the methodology will be reviewed in detail and the final procedures determined.

## Implementation of the Plan

The program of implementation is concerned with influencing, to some degree, the actions undertaken in the broad field of recreation in order that these might be in accord with the principles of the statewide plan. Because funding is a singularly important influence, it follows that criteria for funding should be established to guide recreation action. Although the Land and Water Conservation Fund is but one of several funds providing assistance for recreation development, it is nevertheless of major importance for the state of Montana. The following criteria will be used to evaluate projects under the Land and Water Conservation Fund, and where appropriate, should serve as guidelines for other financial assistance as well.

## Policy for Priority Ratings on Recreation Project Proposals

1. All project proposals, in order to be considered for funding from the Land and Water Conservation Fund, or other sources of funds, should be in accord with the Statewide Outdoor Recreation Plan and satisfy a need as delineated in the plan.
2. All project proposals should reflect the relationship of the immediate project to ultimate development of sites, although individual proposals may involve only intermediate, or initial stages of development.
3. All project proposals should indicate careful consideration of the outdoor recreation needs and preferences of residents and visitors and should be supporteci by appropriate data.
4. All project propozals should indicate provision for the preservation and enhancement of the quality of the environment with special attention being given to the fragile nature of many of Montana's water and land areas.
5. Where appropriate, project proposals should indicate careful consideration of the needs of the physically handicapped, the mentally retarded, and low income groups.
6. All project proposals, whether from a county or municipality, will be considered as a project from within that region where the county or municipality is located. Land and Water Conservation Funds will be assigned on a regional basiss according to the following formula: Forty percent of the total funds will be allocated on an across-the-board share, with each region receiving an equal amount; forty
percent of the total funds will be allocated according to regional population; ten percent of the total funds will be allocated according to the number of counties in the region, with the final ten percent allocated on the basis of the number of communities of over 250 population in the region.
7. Project proposals from a region that has received substantial allocations from the funds will be given a lower priority in succeeding years so that each region may have an equitable share of the available funds.
8. Project proposals following the general rules above will be assigned priorities within the overall fund limitation according to the following guidelines:
a. High priority will be given to projects with (l) long-term values in recreation opportunities and (2) with developments which serve a large number of persons per dollar expenditure.
b. Acquisition projects will be considered as high priority, particularly water based sites and other sites that will provide superior outdoor recreation opportunities over a long period of time with a minimum of later development expense.
c. Priorities will be established on the need for the particular project considering the proximity of similar development and pricrities expressed or implied in the Bureau of Outdoor Recreation Manual, the Montana Statewide Outdoor Recreation Plan, and the need as evidenced in the local comprehensive recreation plan。

To respond to changing needs and conditions, coordination with other agencies at all levels will be continued. Additional recommendations will be sought for the many problems presented in the plan, and new problems will need discussion by the agencies concerned. Where necessary, the plan will be amended to reflect these revised concepts and alternate courses of action.

Comments and recommendations about the statewide Outdoor Recreation Plan will be welcomed from the general public. Informed and interested individuals throughout the state may be able to furnish information which will be valuable in developing and implementing an effective action program. Montana citizens have final responsibility for insuring that
the state's heritage of outdoor recreation is preserved, enhanced, and appropriately utilized in the future.

A popular version of the statewide plan will be prepared for broad distribution among agencies and the general public. Citizen support, and participation in the planning process will be encouraged by this means. Personnel from the Fish and Game Department, and it is hoped from other agencies as well, will be available to present the plan to interested groups and to lead seminars or discussions on all matters concerned.

Acquisition
Although public land and water recreation areas exist throughout the staste, the plan indicates a need for further acquisition of key tracts.

Those acquisitions meriting high priority consideration are the following, not necessarily listed in order of most pressing need:

Lands for city and/or county parks and playfields. Such areas are of great importance, for with full development they benefit many people with a variety of activities close to home.

Iands for the development of new state parks and recreation areas and lands to round out present holdings of all public agencies providing outdoor recreation facilities. In such recreation programs, priority should be given to those lands possessing especially high recreational, scenic, scientific, historic or cultural values.

Land providing access to water (lakes, rivers and streams) including fishing access sites, for the public enjoyment of a variety of water based recreational activities.

Lands required to overcome public access problems to public lands available for recreation.

Lands required to further develop the highway rest area and wayside camping and picnicking program.

Acquisition of key tracts where necessary in the appropriate development of Montana's Recreational Waterway system.

Acquisition of interests in land of less than fee title should be considered where appropriate, as for example, scenic. pedestrian, or other types of recreation easements.

In the implementation of the above acquisition program, every effort should be made to initiate immediate action in cases where failure to do so would result in loss of irreplaceable opportunities.

## Development

Development of Montana's recreational lands and waters represents an important part of the overall program. In providing adequate high quality outdoor recreation opportunities for the state's residents and visitors, a number of primary needs have been defined in the plan and are considered in the following action program.

In general, development of uncieveloped or underdeveloped areas dedicated to recreation is felt to represent a statewide need of high priority.

The following actions are presented as meriting highest pr: ority but not necessarily in order of their most pressing need:

The rehabilitation of existing state park and recreation areas should be continued in accordance with the design capacity of the area.

Complete development should be sought for urban parks and playfields. Development of existing key recreation areas that would be used for a wide variety of activities should be emphasized.

There should be development of rest areas and adequate wayside camping and picnicking facilities associated with the state's travel system. This is indicated in the plan as one of the primary requirements in satisfying the recreation demands of the traveling public throughout the state.

There should be increased emphasis on development of recreation facilities associated with water based activities.

There should be recreation development of the state's fishing access sites. These areas are widely scattered along rivers and lakes throughout the state. In addition to greatly enhancing fishing opportunities, they also represent important locations for associated additional recreation possibilities including camping, picnicking, boating and swimming.

There should be development of appropriate recreation facilities associated with the several units of Montana's Recreational waterway System.

Identified recreation areas on lands administered by federal agencies should receive increased development in accord with their potential.

In all cases, proposals to provide facilities and resources to meet the most pressing needs as indicated in the Statewide Outdoor Recreation Plan will merit the highest priority.

## Schedules of Acquisition and Development

A tabular summary of estimated acquisition and development to be undertaken in the immediate five year period is presented in the following section of the report. The information is provided by planning region, by level of government and by fiscal year.

It must be emphasized that these tables show estimated acquisition and development only. Actions are subject to availability of funds at a later date.

Estimates regarding federal and local governmental actions is based upon information supplied to the state from these respective sources.
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| Level of Govt. | Type of Recreation | Number | EY <br> Programmed | Acreage Proposed For Acquisition |  |  | Anticipated Cost | Source of Funding (\%) |  |  |  |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: |
|  |  |  |  | Hater |  |  |  | General |  | State | Fede | rat | Other |
|  |  |  |  |  |  |  |  |  | Bond |  | LSWCF | Other | (Specify) |
| State | Fishing Access | 2 | 1970 |  | 50 | 50 | 20,000 | 50\% |  |  | $50 \%$ |  |  |
|  | Fishing Access <br> Game Mg't. Areas | $\begin{aligned} & 2 \\ & 1 \end{aligned}$ | $\begin{array}{r} 1971 \\ 1971 \end{array}$ |  | 75 125 | 75 125 | 25,000 50,000 | 50\% |  |  | 50\% |  |  |
|  | Recreation Areas | 1 | 1972 |  | 200 | 200 | 75,000 | 50\% |  |  | 50\% |  |  |
|  | Fishing Access | 2 | 1972 |  | 40 | 40 | 15,000 | 50\% |  |  | 50\% |  |  |
|  | Fishing Access Game Mg't. Areas | $\begin{aligned} & 3 \\ & 1 \end{aligned}$ | $\begin{aligned} & 1973 \\ & 1973 \end{aligned}$ |  | $\begin{array}{r} 75 \\ 300 \end{array}$ | $\begin{array}{r} 75 \\ 300 \end{array}$ | $\begin{aligned} & 25,000 \\ & 75,000 \end{aligned}$ | $\begin{aligned} & 50 \% \\ & 25 \% \end{aligned}$ |  |  | 50\% | 75\% |  |
|  | Recreation Areas Fishing Access | $2$ | $\begin{aligned} & 1974 \\ & 1974 \end{aligned}$ |  | $\begin{array}{r} 25- \\ 60 \end{array}$ | $\begin{array}{\|r} 250 \\ 60 \end{array}$ | $\begin{aligned} & 75,000 \\ & 15,000 \end{aligned}$ | $\begin{aligned} & 50 \% \\ & 50 \% \end{aligned}$ |  |  | $\begin{aligned} & 50 \% \\ & 50 \% \end{aligned}$ |  |  |
| Local |  |  | $69-70$ $70-71$ $71-72$ $72-73$ $73-74$ |  |  |  | $\begin{array}{r} 14,000 \\ 6,000 \\ 8,000 \\ 6,000 \\ 2,000 \end{array}$ |  |  |  |  |  |  |
|  |  |  |  |  |  |  |  |  |  |  |  |  |  |

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sChedille of acquisition and development
aCquisition

| Level of Govt. | Type of RecreationArea | Number | FY <br> Programped | Acreage Proposed For Acquisition |  |  | Anticipated Cost | Source of Funding (\%) |  |  |  |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: |
|  |  |  |  | Water | Land | Total |  | General Approp. | Bond | State | L¢ FWCF | Oral | Other |
| State | Fishing Access | 2 | 1970 |  | 60 | 60 | 20,000 | 50\% |  |  | 50\% |  |  |
|  | Game Mg't. Areas | 1 | 1970 |  | 400 | 400 | 125,000 | 25\% |  |  |  | 75\% |  |
|  | Recreation Areas | 1 | 1971 |  | 75 | 75 | 25,000 | 50\% |  |  | 507 |  |  |
|  | Fishing Access | 1 | 1971 |  | 40. | 40 | 15,000 | 50\% |  |  | 50\% |  |  |
|  | Recreation Areas | 1 | 1972 |  | 200 | 200 | 50,000 | 50\% |  |  | 50\% |  |  |
|  | Fishing Access | 2 | 1972 |  | 60 | 60 | 20,000 | 50\% |  |  | 50\% |  |  |
|  | Recreation Areas Fishing Access | $\begin{aligned} & 1 \\ & 4 \end{aligned}$ | $1973$ $1973$ |  | 250 75 | 250 | 50,000 | 50\% |  |  | 50\% |  |  |
|  | Recreation Areas | 1 | 1974 |  | 350 | 350 | 75,000 | 50\% |  |  | 50\% |  |  |
|  | Fishing Access | 3 | 1974 |  | 100 | 100 | 30,000 | 50\% |  |  | 50\% |  |  |
|  | Game Mg't. Areas | 1 | 1974 |  | 150 | 150 | 75,000 | 25\% |  |  |  | $75 \%$ |  |
| Local |  |  | 69-70 |  |  |  | 52,000 |  |  |  |  |  |  |
|  |  |  | 71-72 |  |  |  |  |  |  |  |  |  |  |
|  |  |  | $72-73$ |  |  |  |  |  |  |  |  |  |  |
|  |  |  | 73 |  |  |  |  |  |  |  |  |  |  |
|  |  |  |  |  |  |  |  |  |  |  |  |  |  |
|  |  |  |  |  |  |  |  |  |  |  |  |  |  |

SCHEDJLE OF ACOUISITION AND DEVELOPMENT -


schedule of acquisition and development
$\frac{\text { 1970-1974 }}{\text { DEVELOPMENT }}$

| Level of Govt. | Type of Recreation | $\begin{gathered} \text { FY } \\ \text { Programmed } \\ \hline \end{gathered}$ | Number | Units | $\begin{gathered} \text { Anticipated } \\ \text { Cost } \end{gathered}$ | Generar Approp. | Sourc |  | Ldipg | (9) | Other (Specify) |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: |
| State |  | $\cdots$ |  |  |  |  |  |  | $\begin{aligned} & 50 \% \\ & 50 \% \end{aligned}$ | 75\% |  |
|  | Recreation Area | 1970 | 2 |  | 125,000 | 50\% |  |  |  |  |  |
|  | Fishing Access | 1970 | 1 |  | 10,000 | 50\% |  |  |  |  |  |
|  | Game Mg't. Areas | 1970 | 1 |  | 25,000 | 25\% |  |  |  |  |  |
|  | Recreation Area | 1971 | 1 |  | 25,000 | 50\% |  |  | $50 \%$ | 75\% |  |
|  | Fishing Access | 1971 | 2 |  | 25,000 | 50\% |  |  |  |  |  |
|  | Game Mg't. Areas | 1971 | 1 |  | 25,000 | 25\% |  |  |  |  |  |
|  | Recreation Area | 1972 | 2 |  | 150,000 | 50\% |  |  | $\begin{aligned} & 50 \% \\ & 50 \% \end{aligned}$ | 75\% |  |
|  | Fishing Access | 1972 | 1 |  | 15,000 | 50\% |  |  |  |  |  |
|  | Game Mg't. Areas | 1972 | 2 |  | 40,000 | 25\% |  |  |  |  |  |
|  | Recreation Area | 1973 | 1 |  | 50,000 | 50\% |  |  | $\begin{aligned} & 50 \% \\ & 50 \% \end{aligned}$ | 75\% |  |
|  | Fishing Access | 1973 | 1 |  | 5,000 | 50\% |  |  |  |  |  |
|  | Game Mg't. Areas | 1973 | 2 |  | 50,000 | 25\% |  |  |  |  |  |
|  | Recreation Area | 1974 | 3 |  | 100,000 | 50\% |  |  | $\begin{aligned} & 50 \% \\ & 50 \% \end{aligned}$ |  |  |
|  | Fishing Access | 1974 | 1 |  | 25,000 | 50\% |  |  |  |  |  |
|  | Game Mg't. Areas | 1974 | 1 |  | 25,000 | 25\% |  |  |  | 75\% |  |
| Local | $69-70$$70-71$ |  | 71,50017,500 |  |  |  |  |  |  |  |  |
|  |  |  |  |  |  |  |  |  |  |
|  | $70-71$71 |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
|  | 72-73 |  |  |  |  |  |  |  |  |  |  |
|  |  | 73-74 | $\begin{aligned} & 45,000 \\ & 70,000 \end{aligned}$ |  |  |  |  |  |  |  |  |

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$22$

$23$

$24$

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$27$

$28$
$29$

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